

365
N485
v.4

FOURTH ANNUAL REPORT

OF THE

Commission on New Prisons

TRANSMITTED TO THE LEGISLATURE APRIL 19, 1910

ALBANY
J. B. LYON COMPANY, PRINTERS

1910

FOURTH ANNUAL REPORT

OF THE

Commission on New Prisons

TRANSMITTED TO THE LEGISLATURE APRIL 19, 1910

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1910

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365
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STATE OF NEW YORK

No. 43.

IN SENATE

APRIL 19, 1910.

FOURTH ANNUAL REPORT

OF THE

COMMISSION ON NEW PRISONS

To the Honorable, the Legislature of the State of New York:

The Commission on New Prisons respectfully presents its fourth annual report:

During the year there have been two changes in the personnel of the Commission. On the 20th day of April, 1909, the Governor appointed William J. McKay, of Newburgh, a member of the Commission to take the place of Thomas W. Hynes, of Brooklyn, who had resigned to accept the appointment of Deputy Commissioner of Charities of the City of New York.

On the 21st day of April, 1909, Commissioner Samuel J. Barrows, of New York, died. He had been a valued member of the Prison Improvement Commission of 1905-6, and had been an industrious and zealous member of this Commission since it was first appointed on June 2, 1906. He took great interest in the work of building this prison, and even went to Europe in order that he might see the latest methods of construction of prisons on that continent. The vacancy caused by his death has not been filled.

At the time of the last annual report the Commission was engaged in the construction of large temporary barracks on the site

at Bear Mountain, with view of furnishing accommodations for a larger number of prisoners. These were completed in the early spring of 1909, and additional prisoners were transferred to the site by the Superintendent of Prisons — about 150 in all. About this number was housed and employed at the site during the remainder of the year. These new barracks were inclosed in a stockade, and were constructed to furnish housing facilities for the guards as well as the prisoners. As these prisoners had to be worked in the open, in a rough and wooded country, it was necessary to keep more than the usual quota of guards.

Under the authority vested in the Superintendent of Prisons by the Legislature at its last session, he appointed Silas W. Berry, of Norwich, agent and warden at the site, and he continued to exercise the duties of that office until the suspension of the work.

The principal work at the site during the year has been the excavating and grading of the trolley road bed, about two miles in length, from the West Shore railroad to the prison yard, an elevation of about 160 feet above the West Shore grade; the grading for a side track along the West Shore railroad; the making and placing of ties on the trolley bed; the cutting and erection of poles along this road; the construction of a power house, including a stack; the construction of a barn and ice house; the installation of a gravity water supply from the mountain, supplemented during the dry season by a lake supply by pumps.

The barracks above mentioned for the housing of prisoners and guards contain bunk rooms for prisoners, mess hall, kitchen, laundry, bath, officers' quarters, and dormitory for guards. They were also supplied with toilets and other necessary sanitary appliances, properly lighted and ventilated and inclosed in a timber stockade sixteen feet in height; a temporary sewerage system with a septic tank was also constructed. The dwelling house on the premises near the river was remodeled for a warden's house, bath rooms and plumbing installed, a water supply provided and proper connection made with the sewerage system. The house was painted, papered, and repaired generally, and has since been occupied by the warden. A sidetrack of about 1,600 feet has been laid along the West Shore railroad and is now in use. Necessary roads have been built on the site, and various other incidental work performed in preparation of the same for a prison plant.

The trolley road above mentioned crosses the State road which has recently been constructed, between the prison yard and the

Hudson river. Plans were prepared to have this crossing an overhead one, and abutments were constructed and an iron bridge purchased.

In December the Commission was advised that the State might conclude to use this site as part of a public park and require the Commission to construct this prison on some other site. In view of this condition, the Commission held up all permanent work at the site, otherwise the rails for the trolley road would have been spiked in the early winter, the bridge placed over the highway, and the road put in operation.

The railroad has established a freight depot, so that material shipped in small lots can be unloaded at the site and in carloads left on the side track.

The architect completed the working plans and specifications of the buildings to be erected on the site, and submitted same to the State Architect in October for his examination. Owing to the fact above stated — that a proposition to use this site as a State park would be presented to the Legislature at its present session, and if accepted, would possibly require some modification of the plans and specifications to adapt them to the new site — and to the further fact that pending action by the Legislature on this park proposition it would not be expedient to let the contract for the construction of the buildings, the State Architect did not make an immediate report.

Later, he submitted a number of suggestions, and after a conference between the architect and the commission and the State Architect, all matters relating to the plans and specifications were adjusted so far as it is possible to determine the details until the question has been settled as to whether the buildings are to be erected on this or some other site.

The Commission trusts that the Legislature will determine this question at the earliest possible moment, in order that the work of constructing this prison may be advanced without serious delay. Even if a new site has to be selected, the Commission believes that the contract for this plant could still be let during the coming spring or early summer, and considerable progress made in its construction during this year.

As soon as a new site is selected, the plans and specifications can be completed to adapt them to the new site, so that the work can be advertised the moment the title becomes vested in the State.

In view of the probability of being required to find a new place

for this prison, the Commission has already prospected to some extent with a view to reaching an early conclusion in case the necessity arises.

The following statement shows the total appropriations to the Commission since its inception, and its expenditures for various purposes:

FINANCIAL STATEMENT.

Appropriations.

Chapter 670 of the Laws of 1906	\$75,000 00
Chapter 521 of the Laws of 1907	125,000 00
Chapter 447 of the Laws of 1909, maintaining convicts, grading, etc.....	150,000 00
Chapter 447 of the Laws of 1909, permanent buildings	500,000 00
Total appropriations	<u>\$850,000 00</u>

Expenditures.

Site, surveys, bond, etc.....	\$78,491 98
Prison boat, purchase price	11,000 00
Prison boat, repairs and running expenses.....	5,914 84
Maintenance of convicts	59,834 72
Plans, including board of award prizes	50,462 75
Trolley road, transportation, maintenance of horses, etc., paid	19,800 10
Trolley road, etc., audited but not paid	12,764 41
Commissioners' compensation	7,410 00
Traveling expenses of commissioners, board of award, architect, secretary, warden and other employees	8,308 98
Office expenses, clerical services, printing, postage, stationery, telegraph and telephone, furniture, and incidental expenses	9,196 28
Supervision	4,754 56
Repairs to buildings	460 73
Total	<u>\$268,399 35</u>

Remaining Unexpended.

Chapter 670 of the Laws of 1906.....	\$844 45
Chapter 447 of the Laws of 1909, grading, main- tenance of convicts, etc.....	80,756 20
Chapter 447 of the Laws of 1909, permanent build- ings	500,000 00
<hr/>	
Total	\$581,600 65
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A considerable part of the foregoing expenditures will not be lost, even if the prison is to be built on a new site. The site itself is worth to the State what it cost, and will, of course, continue to be the property of the State.

These prisoners had to be maintained somewhere, and while their labor on the site will be lost, the cost of maintenance can not be considered as lost.

The boat remains and is in as good condition as when purchased. The plans are available for a new site with possibly slight alterations. The trolley equipment, horses, wagons, tools, furniture, plumbing fixtures, and other material movable to a new site, we estimate to be worth \$22,000.

The following statement represents the probable salvage which can be saved out of the expenditures:

Boat	\$11,000 00
Convict labor	59,834 72
Plans, board of award, expenditures, etc.....	50,462 75
Site	78,491 98
Trolley equipment, horses, wagons, tools, furniture, plumbing fixtures and other material removable to a new site, estimated at	22,000 00
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Total salvage	\$221,789 45
Other expenditures	46,609 90
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Total expenditures.....	\$268,399 34
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The Commission recommends that the unused moneys be made available for the same purposes at a new site, and to construct a trolley road to the prison yard from the switch or a sidetrack of

the railroad on which it may be located; to furnish a water supply for the institution, and do all the necessary preliminary work to prepare the same for the buildings.

It would be a matter of great economy in the letting of the contract to have the trolley road or sidetrack from the railroad to the prison yard, in order to deliver building material during the construction at the very point where needed. It is also indispensable to have a water supply for use during the construction as well as later.

The Commission also recommends that the authority heretofore conferred upon it to let the entire contract for the plant at not exceeding \$2,200,000 be allowed to stand, and the money heretofore appropriated to apply on the construction of such plant be made available at the new site.

The Commission is confident that this work can be commenced and considerably progressed during the present year, even on a new site.

Dated, April 9, 1910.

ELISHA M. JOHNSON,
CORNELIUS V. COLLINS,
WILLIAM J. MCKAY,

Commissioners.

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THIRD ANNUAL REPORT

OF THE

Commission on New Prisons

FOR THE YEAR 1908

TRANSMITTED TO THE LEGISLATURE MARCH 8, 1909

ALBANY
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1909

THIRD ANNUAL REPORT

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OF THE

Commission on New Prisons

FOR THE YEAR 1908

TRANSMITTED TO THE LEGISLATURE MARCH 8, 1909

ALBANY

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1909

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STATE OF NEW YORK

M. J. B.
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No. 24.

IN SENATE,

MARCH 8, 1909.

THIRD ANNUAL REPORT

OF THE

COMMISSION ON NEW PRISONS.

To the Honorable the Legislature of the State of New York:

The Commission on New Prisons respectfully presents its annual report, as follows:

The last annual report of this Commission cited the selection and purchase of a site for a new State prison to take the place of Sing Sing, consisting of a tract of land lying on the west bank of the Hudson river, between Fort Montgomery and Iona island, known as the Bear Mountain or Highland Lake tract, partly in the county of Rockland and partly in the county of Orange. The title of this land was subsequently duly approved by the Attorney-General, and the consideration paid by the Comptroller.

The Architectural Competition.

The last report of the Commission mentioned that it had prepared rules and regulations governing the competition of architects for the furnishing of designs, plans, specifications and estimates for the construction of the buildings which the Commission had determined to be necessary in order to prepare this site for use as a State prison.

Thirty-four architects submitted designs and estimates in this competition, all of them evidently prepared with care and many of them were excellent.

The following are the names and residences of the thirty-four competitors:

28. William J. Beardsley, Poughkeepsie, N. Y.
30. Warren & Wetmore, New York city.
20. Herts & Tallant, New York city.
3. Stockton B. Colt, Thornton Chard and Walter Goodman Chard, New York city.
5. Oscar G. Vogt and Milton Dana Morrill, Washington, D. C.
15. Westinghouse, Church, Kerr & Company, New York city.
22. Wood, Donn & Deming, Washington, D. C.
29. Arthur Durant Sneden and Adolfe Thiers, New York city.
32. Darrach & Beekman, New York city.
33. Kenneth M. Murchison; associate architects, Lord & Hewlett, B. W. Morris, Ewing & Chappell, Edward F. Hinkle and Mills & Greenleaf, New York city.
1. Clarence G. Tilt, Piedmont, N. Y.
2. Charles M. Anderson, Baltimore, Md.
4. Bannister & Schell, New York city.
6. Hedman & Schoen and George Jacoby, New York city.
7. Louis E. Bonnard, New York city.
8. William Kauffman, Pittsburg, Pa.
9. M. D. Mason, East Providence, R. I.
10. James Gilmore, Cincinnati, O.
11. Henry Ives Cobb, New York city.
12. Charles Kiehm, Albany, N. Y.
13. Herrmann Horenburger, New York city.
14. Westinghouse, Church, Kerr & Company, New York city.

16. Delano & Aldrich, New York city.
17. Kirby, Petit & Green, New York city.
18. Francis H. Kimball; associate architects, F. Y. Joannes and C. V. Merrick, New York city.
19. Peter M. Coco, New York city.
21. Hewitt, Stevens & Paist, Philadelphia, Pa.
23. Walker & Gillette and F. G. Frost, associate architects, New York city.
24. Preston B. Seaman, New York city.
25. John J. Cosgrave, Albany, N. Y.
26. F. C. Sauer and William H. Mersereau, associate architects, New York city.
27. William A. Dykeman and T. Frederick Murray, Boston, Mass.
31. Palmer & Hornbostel, New York city.
34. George & Edward Blum, New York city.

This competition closed on May 4, 1908, at which time designs had been received from all the competitors above named. On May 15th the board of award provided for in the law convened in the capitol at Albany. The Commission had appointed J. B. Ransom, M. D., for many years prison physician in Clinton prison at Dannemora, a member of this board. The board organized by electing Charles F. Howard, M. D., of Buffalo, president, George McLaughlin, secretary. The packages containing the plans, specifications, descriptions and estimates were opened by this board and each sheet of plans, specifications, descriptions, estimates and the sealed envelopes containing the names and addresses of the competitors were numbered and marked, as directed by the statute. The board then examined carefully and deliberately all of said plans, specifications and descriptions, and continued to do so from time to time until the 27th day of June, 1908.

After careful consideration of the plans the Board first selected ten which it deemed most meritorious of the thirty-four. After further consideration of these ten it selected the three of these which it deemed most meritorious; these were known as "Plans 20, 28 and 30."

The Board finally selected plan No. 28 as its first choice, plan No. 30 as its second and plan No. 20 as its third choice. This

judgment of the Board was formally concurred in by the State Architect. The Board then executed the following certificate of award:

Certificate of Award.

We, the undersigned, members of the Board of Award in the competition for plans for the new State Prison to take the place of Sing Sing, acting under the provisions of section 10 of chapter 521 of the Laws of 1907, as amended by section 1 of chapter 214 of the Laws of 1908, hereby certify that we have opened the packages containing all plans, specifications and estimates, consisting of thirty-four, submitted to said competition, and have numbered the plans and sealed envelopes so received as directed in said section, and after having examined all such plans, specifications and estimates the majority of said Board have designated plan No. 28 as the first choice of said Board; plan No. 30 as the second choice, and plan No. 20 as the third choice; and plans Nos. 3, 5, 15, 22, 29, 32 and 33 as the seven designs which said Board deems next most meritorious.

(Signed)

CHARLES F. HOWARD,
THOMAS W. HYNES,
SAMUEL J. BARROWS,
ELISHA M. JOHNSON,
FRANKLIN B. WARE,
C. V. COLLINS.

Dated Albany, N. Y., June 27, 1908.

After the Board of Award had rendered its decision and executed the certificate of award above quoted it opened the sealed envelopes and ascertained that design No. 28 had been submitted by William J. Beardsley of Poughkeepsie; design No. 30 by Warren & Wetmore of New York; design No. 20 by Herts & Tallant of New York. The seven designs having the next highest order of merit, according to the decision of the Board of Award, were designs Nos. 3, 5, 15, 22, 29, 32 and 33. The names and places of residence of the authors of these designs are given in the list of competitors heretofore cited in this report.

Notice of the action of the Board was at once given to the successful competitors and its action certified to the Commission on New Prisons, who thereupon appointed William J. Beardsley architect of the buildings, and paid to the other successful competitors the prizes provided for in the program, except in one case where the competitor did not present any claim.

Subsequently a contract in writing was entered into between the Commission and Mr. Beardsley, governing in detail his employment, which contract was approved by the State Architect and the Attorney-General. Under instructions from the Commission he has prepared working drawings and has had general superintendence of the preliminary work of preparing the site for the new prison plant. A payment of \$10,000 has been made to him on account.

In June the Commission purchased a small steamboat at a cost of \$11,000 to ply between Sing Sing prison and the new site, a distance of about fifteen miles. This boat was manned and commenced operations about the first of August and continued to run daily until the first of January. A temporary dock was constructed at the site in July. About forty prisoners and necessary guards were detailed at Sing Sing prison and brought up to the site on the boat daily, returning at night. This began about the first of August and continued for some little time. It, however, soon appeared that this method was undesirable, as too much time was consumed in getting up and down the river. The Commission then constructed temporary barracks on the site, and as soon as these were ready about fifty prisoners with necessary guards were transferred to and housed at the site; later these barracks were enlarged and seventy-five prisoners transferred. These prisoners, in addition to constructing these temporary quarters, have cut the timber on that portion of the site intended to be enclosed in the prison yard and for a short distance outside of the wall (about forty acres).

All of this timber suitable for trolley poles and ties has been reserved for such use and will be needed in the construction of the trolley railroad from the prison yard to the West Shore railroad tracks. The remainder has been cut into four foot wood and is suitable for use in a brick yard or other like purpose. As there is plenty of work on this site for additional prisoners, and

the congestion at Sing Sing is very great, the Commission is now constructing temporary barracks with a stockade on a portion of the ground which has been cleared for the enclosure of the prison yard. Such new quarters and stockade are necessary for the housing of a greater number of prisoners and for their safe keeping.

The preliminary work still remaining to be done at the site is as follows:

First. To grade that portion of the site which is to be enclosed for the prison yard, which consists of about thirty acres and will require the removal of about 99,500 yards of excavation, mostly rock.

Second. Construct a trolley road from the prison yard to the sidetrack of the West Shore railroad.

Third. Grade the ground for such sidetrack. The New York Central Railroad Company has agreed to put in from 1,600 to 2,000 feet of sidetrack, on the condition that the State will do the grading; this will require about 48,000 yards of filling for such sidetrack.

Under the terms of the program the Commission interpreted the law fixing the two million dollar limit as the cost of the prison plant proper, and all the plans presented were prepared on that basis of cost for the buildings and their equipment, including power, light and heat, but not including the grading and other preliminary work above mentioned.

Financial Statement.

Chapter 670 of the Laws of 1906 appropriated to this Commission \$75,000; chapter 521 of the Laws of 1907 appropriated \$125,000; total, \$200,000. There was no appropriation last year. The Commission since its creation in June, 1906, and up to January 1, 1909, has expended:

For the purchase of a site.....	\$75,000 00
Payments to the State Engineer for necessary maps and surveys, and various other expenditures relat- ing to the site.....	2,425 96
For the purchase of a boat and repairs and running expenses of same.....	13,183 15

For awards to architects and other expenses connected with the Board of Award.....	\$9,944 75
To the architect on account.....	10,000 00
For temporary barracks for prisoners and convict labor maintenance	9,547 05
Transportation and barn expenses.....	686 05
Commissioners' compensation	4,750 00
Traveling expenses	5,200 25
Repairs to buildings at the site.....	460 73
Printing, stationery, clerical services, postage, telegraph and telephone, and other incidental expenditures	5,520 87
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Total expenditure	\$136,719 05
Leaving balance on hand January 1, 1909.....	63,280 95
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The Commission purposes out of this balance to complete the structure of a new and enlarged barracks and stockade on the site at an estimated cost of \$4,200; to construct and equip the trolley road above mentioned from the West Shore tracks to the prison yard at an estimated cost of \$22,000; this includes the expense of an overhead crossing over the State road and to grade a side-track along the West Shore railroad for necessary switches, at an estimated cost of \$2,000.

Since January 1st the Commission has purchased two additional teams of horses to be used at the site, with wagons and equipment; and has paid the architect an additional \$10,000 on account for services and the supervision of the preliminary work.

The amount expended and required for the maintenance and guarding of convicts at the site from January 1st to June 1st the Commission estimates at \$9,000. These expenditures, together with the expense of manning and maintaining the boat from January to June, the ordinary office and clerical expenses, the purchase of necessary tools and other contingent and emergency expenditures necessary between January 1st and June 1st will amount to about \$56,510; leaving on that date still available \$6,770.95.

The grading of the site so as to prepare it for the prison plant requires the removal of 99,500 yards of excavation, mostly rock, and will probably cost, together with the necessary expenditures for the roads on the site, about \$42,000.

The Commission respectfully requests the Legislature to appropriate for expenditure for the year succeeding June 1st, in addition to the current and ordinary expenses of the Commission, the sum of \$50,000 for maintaining and guarding prisoners and equipping additional quarters for them at the site; for a stone crusher and other tools and necessary machinery, \$4,000; for an additional amount required to grade the site and build roads, \$36,000; for beginning the construction of the buildings, \$500,000, with authority to contract for the entire prison plant at a total cost of not exceeding \$2,200,000 for the completion of the buildings equipped with heating, lighting and power plant.

CHARLES F. HOWARD, President.

SAMUEL J. BARROWS,

C. V. COLLINS,

ELISHA M. JOHNSON,

Commissioners.

March 2, 1909.

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STATE OF NEW YORK

SECOND ANNUAL REPORT

OF THE

State Commission on New Prisons

FOR

1907

TRANSMITTED TO THE LEGISLATURE FEBRUARY 24, 1908

ALBANY

J. B. LYON COMPANY, STATE PRINTERS

1908

STATE OF NEW YORK

SECOND ANNUAL REPORT

OF THE

State Commission on New Prisons

FOR

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TRANSMITTED TO THE LEGISLATURE FEBRUARY 24, 1908

ALBANY

J. B. LYON COMPANY, STATE PRINTERS

1908

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STATE OF NEW YORK

No. 19.

IN SENATE

FEBRUARY 24, 1908.

SECOND ANNUAL REPORT

OF THE

STATE COMMISSION ON NEW PRISONS.

IN SENATE, *February 24, 1908.*

To the Honorable the Legislature of the State of New York:

The Commission on New Prisons respectfully presents its annual report, as follows:

Chapter 670 of the Laws of 1906 authorized the establishment of a new prison, to be situated in the eastern part of the State, in the vicinity of New York city, and provided for a commission to be called the "Commission on New Prisons," to consist of not less than three nor more than five persons, to be appointed by the Governor, who should select a suitable site for such new prison, and proceed with the preliminary work of construction. The Governor thereafter appointed as such Commission John G. Wickser of Buffalo, Cornelius V. Collins of Troy, Edwin O. Holter and Samuel J. Barrows of New York, and Elisha M. Johnson of Olean. On July 2, 1906, this Commission held its first meeting, and organized by the election of Mr. Wickser as president. This Commission after diligent effort found it impracticable to select a suitable site which would comply with the clause in this law requiring it to contain a sufficient quantity of trap rock to be used in improving the highways of the

State. Out of all the sites offered only two contained any trap rock as known to geologists, and these were lacking in other features deemed essential.

At the request of this Commission the Legislature of 1907, by chapter 521, amended this law authorizing a site which should contain trap or other rock suitable for use on the public highways of the State, or a site contiguous to such rock.

In February, 1907, Mr. Wickser resigned from said commission, and subsequently Mr. Holter also resigned. On August 16, 1907, the Governor appointed Charles F. Howard, M. D., of Buffalo, and Thomas W. Hynes of Brooklyn, members of this commission to take the places of Mr. Wickser and Mr. Holter. On August 23, 1907, the commission again met and organized by the election of Charles F. Howard, M. D., of Buffalo, as president.

During the months of September, October and November, the Commission spent much time in visiting and inspecting various proposed sites, of which ninety-seven had been offered, especial attention being given to those situated along the Hudson river. There were ten of these. Several were repeatedly visited, and every feature, advantage and disadvantage of each site carefully weighed and considered. All the places offered on the east side of the Hudson river, suitable for a site for a new prison, were held at prices which, if purchased, would exceed the appropriation, and all lacked a sufficient water supply available without the expenditure of large additional sums. The Commission considered that an abundant supply of good, pure, wholesome water was a prime requisite. After much diligent investigation, extending through the three months above mentioned, the Commission selected a site on the west bank of the Hudson, particularly described in the following report to the Governor and the State Commission of Prisons, made November 27, 1907:

To the Governor and the State Commission of Prisons:

The Commission on New Prisons appointed by the Governor under chapter 670 of the Laws of 1906, amended by chapter 521 of the Laws of 1907, begs to report as follows:

After extensive advertising, asking for proposals of suitable sites for a new State prison, ninety-seven proposals were received, at prices ranging from \$16,000 to \$1,000,000. Many of these

were eliminated from consideration without a personal inspection, it appearing on the face of the proposals that they did not conform to the conditions required in the act.

The Commission determined after full consideration that, other things being equal, a site having frontage on the Hudson river would be more desirable than a site not having water communication with the city of New York. Ten such sites were offered, all of which were visited by the Commission, some of them several times.

After a most careful and thorough investigation, the Commission selected as the most desirable site offered, all things considered, a tract of land lying on the west bank of the Hudson river, between Fort Montgomery and Iona Island, offered by Charles E. Lambert. It is forty-two miles from Weehawken, contains 500 acres, more or less, and has 2,750 feet of frontage on the Hudson river. It contains a lake of pure spring water, known as "Highland Lake," covering about forty acres, 3,000 feet long and 800 wide, having an average depth of from thirty-five to forty feet. It lies 1,800 feet west of the river, and has an elevation of 154 feet above the river. This site contains a plateau of sufficient size for the prison plant. On Friday, November 15, 1907, the overflow of this lake was 739,750 gallons per day of twenty-four hours. The entire watershed of this lake is embraced within the site proposed, so that it can never be contaminated by adjacent owners. The site also contains another stream, flowing down from "Bear Mountain," which, on the same day, had a flow of 150,156 gallons per day. This water could be brought directly to the prison, or could be diverted into the lake above mentioned. These two united would give a sufficient volume of water to run a small power plant several hours each day, in addition to supplying the prison. There is natural drainage toward the river.

The West Shore railroad runs along the river front of the property, and the officers of that company have agreed, if this site is selected, to lay a switch and side track sufficient for the needs of the institution, and build a dock from the shore to the channel of the river and erect a station, and guarantee to stop a sufficient number of trains at such station to meet the requirements of the prison. A public highway runs north and south

through this site, nearly parallel with the river, which is now in process of reconstruction into a State road.

This site contains an abundance of rock, some suitable for the use of the State in the construction of public highways, and some for building purposes. Samples of three different kinds of the rock taken from this site were submitted to the State Geologist. He reported on these samples under date of September 24, 1906, that while none of them were technically known by geologists as trap rock, the first sample was entirely suitable for the use of the State in the construction of public highways, provided it occurs in sufficient quantity. He described it as a combination of quartz and feldspar, mostly in fine grains, with a large amount of green hornblende, which renders it very tough and resistant. The second specimen he described as a granite with a large preponderance of pinkish feldspar, less resistant than the first sample, but fairly suitable for use in the construction of highways. The third sample he reported as essentially the same as the second with a still greater preponderance of pinkish feldspar.

This site contains practically an inexhaustible supply of each of these several kinds of rock, as well as of other rock suitable for building purposes. No site presented having actual frontage on the Hudson river contains any rock technically known to geologists as trap rock. Practically all the trap rock in the State lies along the west bank of the Hudson river in Rockland county, a few miles south and southwest of this site.

The land of this site is covered for the most part with second-growth timber, some of which will be available for agricultural purposes when cleared. It is entirely isolated from any village or settled community, so that the construction of a prison thereon will not endanger or prejudice any private estates by its presence. The slope of the land is toward the east, giving it the sanitary advantages of the morning sun. The plateau upon which it is proposed to erect the prison plant is sufficiently elevated above the river to afford excellent drainage, and at the same time is reasonably accessible to both river and railroad transportation.

This site has been chosen because in the judgment of the Commission it fulfills all of the requirements of the acts, and the price agreed upon, \$75,000, is deemed reasonable, being very much less than the prices asked for most of the other Hudson river sites offered to the Commission.

The Commission therefore respectfully asks that its action in selecting the site above mentioned be approved.

Respectfully yours,
(Signed.) CHARLES F. HOWARD, M. D.,
CORNELIUS V. COLLINS,
SAMUEL J. BARROWS,
ELISHA M. JOHNSON,
THOMAS W. HYNES,

Attest: *Commissioners.*

(Signed.) GEORGE McLAUGHLIN,
Secretary pro tem.

Dated, November 27, 1907.

The action of this Commission was approved by the State Commission of Prisons at its meeting held in New York, December 5, 1907, and by the Governor, December 5, 1907, in the following statement:

"The Commission on New Prisons, appointed pursuant to chapter 670, Laws of 1906, having presented to me the annexed report, dated, November 27, 1907,

"I hereby approve the selection of the site described in said report as the site to be purchased for a new State prison, and I approve the purchase thereof, pursuant to the provisions of said act as amended by chapter 521, Laws of 1907, and upon the terms stated in said report."

(Signed.) CHARLES E. HUGHES.

By the Governor:

ROBERT H. FULLER,
Secretary to the Governor.

Dated, Albany, N. Y., December 5, 1907.

As Highland Lake is to be the water supply of this prison, and is one of the most important features of this site, the Commission had the quantity of water overflowing from this lake measured, and the quality of the water ascertained by an analysis, both bacteriological and chemical, made by the sanitary chemist of the State Hygienic Laboratory under the Commissioner of Health. The official reports of the results of this measurement show the quantity of water overflowing from the lake and from other

streams on the site as set forth above, and the analysis of the water shows that it is soft, of excellent quality for drinking, and also for industrial purposes. The bacteriological analysis bore out the chemical analysis as to the quality of the water for drinking purposes.

After the approval of the Governor and the State Commission of Prisons, as above recited, the Commission purchased the site at the agreed price of \$75,000.

At the request of the Commission the State Engineer has prepared a topographical map of said site.

The Commission has recently determined what buildings are necessary to be erected thereon in order to prepare the same for use as a State prison, and prepared rules and regulations governing the competition of architects for the furnishing of designs, plans, specifications and estimates for the construction of such buildings, and has given due notice by advertisement of such public competition, which will terminate on April 15th next. The Commission thereafter expects to be ready to begin the work of constructing the buildings required for said prison during the coming spring.

The plant for this new prison, as stated in the original law, will involve an ultimate expenditure of \$2,000,000. The Commission recommends that this work be completed during the next four years, and believes it can be done if the Legislature will make the necessary appropriations therefor. It is the judgment of the Commission that the balance now remaining on hand after the purchase of the site and the incidental expenses of the Commission, and \$300,000 additional, can be advantageously expended in expediting this work during the coming year, and therefore recommends that the Legislature make such additional appropriation of \$300,000 in order that this work may be advanced as rapidly as possible.

CHAS. F. HOWARD,

C. V. COLLINS,

THOMAS W. HYNES,

ELISHA M. JOHNSON,

SAMUEL J. BARROWS,

Commissioners.

February 18, 1908.

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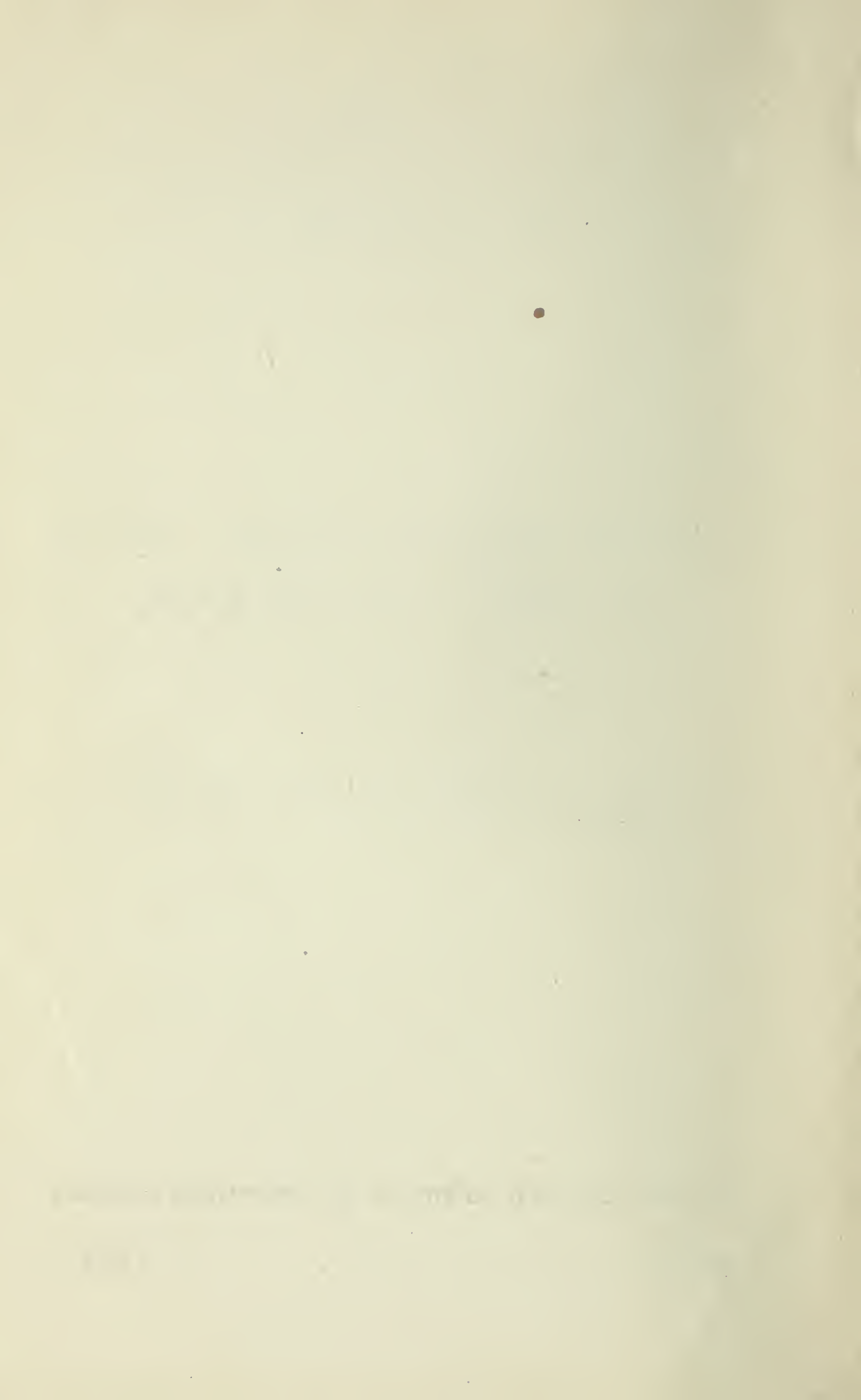
COMMISSION ON NEW PRISONS

to the

LEGISLATURE

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Report of Commission on New Prisons.

TO THE HONORABLE

THE LEGISLATURE OF THE STATE OF NEW YORK:

In pursuance of Chapter 670, of the Laws of 1906, entitled "An Act to establish a new state prison in the eastern part of the state to take the place of Sing Sing Prison; and authorize the Governor to appoint a commission to select and purchase a site," the Governor on the second day of June, 1906, appointed as such Commission John G. Wickser, Cornelius V. Collins, Edwin O. Holter, Samuel J. Barrows and Elisha M. Johnson.

The Commission met at the capitol at Albany, July 2, 1906, all the members being present.

On motion Mr. Wickser was elected President of the Commission. George McLaughlin was requested to act as temporary secretary.

In order to give the greatest possible publicity to the object of the Commission and to secure propositions from all having suitable land to offer within the area prescribed by the law, it was decided that an advertisement be published once a week for four weeks in the official papers of the counties lying south of Poughkeepsie in the eastern part of the State other than the city of New York. Advertisements were also inserted in New York papers. In addition, it was decided to prepare a circular giving the full text of the law and calling attention to the special conditions imposed on the Commission in selecting a site.

Twelve copies of the circular were directed to be sent to each of the county clerks, supervisors and postmasters of the counties contemplated in the law. Additional copies were freely given to all applicants. In all some ten thousand circulars were distributed. The Commission therefore believes that every necessary step was taken to insure the needed publicity.

The commission met again at Albany, August 28th. The Secretary reported that there had been received 77 proposals or communications in the nature of proposals, which were properly scheduled and indexed.

The Secretary was directed to write for additional information to all persons proposing sites whose propositions did not contain full statements and to ascertain whether or not these sites complied with all the conditions mentioned in the law.

The Commission met again at Albany September 4th.

Before inspecting the sites offered, it became necessary to decide on the interpretation of that provision of the law requiring that the site should "contain a sufficient quantity of trap rock for use in the improvement of public highways." In response to a request of the Commission, the State Engineer, State Geologist and Deputy Attorney-General Pratt, in the absence of the Attorney-General, were present.

Information was secured as to the nature of trap rock mentioned in the law and a series of questions were prepared for formal submission to the Attorney-General's department for his opinion.

The opinion given by the Attorney-General's department confirmed the Commission in the conviction that it would not be lawful to purchase a site for the new prison that did not contain "a sufficient quantity of trap rock", yet while the responsibility was devolved upon the Commission itself of deciding what was trap rock in any site offered, it was the unanimous opinion of the Commission that expert scientific authority should be consulted and that the proper person to pass upon specimens offered was the State Geologist.

Inasmuch as the Commission had decided that sites were preferable which were near enough to the Hudson River to furnish transportation by water as well as by rail, all persons offering such sites were thereupon invited to send specimens of trap rock upon their premises.

The Commission met September 17th at Albany and the Secretary was directed to number the rock samples received and submit them to the State Geologist.

Pursuant to call of the President, the Commission met at the Fifth Avenue Hotel, New York City, October 3d.

A report from John M. Clark, State Geologist, concerning the rock specimens submitted was laid before the Commission.

From this report it appeared that of all of the specimens submitted, only two came under the definition of trap rock as determined by the State Geologist. The sites from which this rock was obtained were not, however, suitable for the site of the prison contemplated in the law. Thus of the seventy-seven proposals received, the great majority of them had to be ruled out under the law, because they contained no trap rock, and two of them had to be set aside because while containing trap rock they did not fulfil the other conditions which the Commission regarded as essential for a state prison site.

Under these circumstances the Commission decided to report the fact to the Legislature and to ask that the law be amended so as to remove the embarrassing condition as to trap rock. The necessity for this action causes a delay which the Commissioners deeply regret, but for which they are in no wise responsible, nor does the responsibility for this condition rest upon the Commission appointed under Chapter 718 of the Laws of 1905. The report of the previous Commission said:

“It is the judgment of your Commission, after careful study and deliberation, that the new prison to take the place of Sing Sing should be located south of Poughkeepsie in the general vicinity of the city of New York, on a site of not less than five or six hundred acres, located with a view of having proper

water supply, good drainage, and both water and railway communications, and a good portion suitable for cultivation.”

The bill submitted to the Legislature embodied these recommendations and no condition was made that the site must include trap rock. That provision was subsequently inserted without consultation with the Commission.

The present Commission has deemed it its duty to interpret the law as strictly as possible and finds itself unable to fulfill the conditions imposed.

Apart from the decisive limitations which prevent the selection of a site containing trap rock, the Commission believes that there are important reasons why the location of the new prison should not be made subordinate to this consideration. The amendment was inserted as the Commission is informed under the supposition that prisoners to be committed to the new State prison should be employed during their term of sentence in working in the trap rock quarry. While a sufficient number of the idle prisoners, especially tramps and vagrants, now confined in jails and penitentiaries might profitably be employed in working a quarry for the State roads and in other forms of outdoor labor, the prisoners committed to Sing Sing, which the new prison is to replace, are now employed in a great industrial plant established by the State where a higher degree of skilled labor is required. Such labor is better adapted for long term men. From a business point of view, it would hardly seem advisable for the State to sacrifice this expensive industrial plant and put skilled laborers to a lower and less remunerative class of work. It would cost upwards of \$60,000 to equip a quarry. The number of men who could be employed on it would be limited, and the value of the product would not compare with that obtained under the more highly organized industrial system of Sing Sing and Auburn.

Should the Legislature deem it advisable to have a State quarry to be worked by prison labor, the end in view could be more economically reached by amending existing laws so as to

